

Planning Commission Staff Report

Hearing Date: July 19, 2007



Case:	9196 & 9197
Project Name:	Hurstbourne Transportation Study and Small Area Plan
Applicant:	Louisville Metro Government
Representative:	Louisville Metro Planning and Design Services
Jurisdiction:	Louisville Metro
Council District:	18 (Adams)
Project Manager:	Aida Copic, AICP

Request:

Review of the proposed Hurstbourne Transportation Study and Small Area Plan and review of the associated Executive Summary as an amendment to Cornerstone 2020.

Staff Recommendation

Staff recommends that the Planning Commission review this study and the recommendations contained herein and forward a recommendation to the Metro Council to approve the study and to append the Executive Summary to Cornerstone 2020.

Case Summary / Background

The pre-planning phase for the Hurstbourne Transportation Study and Small Area Plan began in October of 2004. The Study was initiated by Council District 18, Julie Adams, with Planning and Design Services staff leading this effort and working in conjunction with the District 18 office.

The task force/Study Advisory Team (SAT) for the Hurstbourne Transportation Study and Small Area Plan was appointed by Mayor Jerry Abramson in November 2004 with the first formal meeting held in December 2004. The SAT included representatives from a variety of interest groups: neighborhood representatives, City of Hurstbourne officials, residents, business owners, area institutions, State Highway Department officials, KIPDA representatives and Metro agencies. The advisory team met numerous times with Planning and Design Services staff, the consultant, and visiting departmental representatives. Gresham, Smith and Partners was selected in early Spring 2005 as the consultant for this project.

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The transportation study was initiated to address broader transportation and land use issues in the Hurstbourne / Shelbyville Road area. The area is one of the most highly traveled in Louisville Metro with high traffic volumes, limited connectivity and tremendous pressure on the existing roadway network. The scope of the project was developed to reflect the traffic conditions and quality of life in the area, and was presented to the Study Advisory Team members in an early stage of the planning process. After the SAT members' input and scope revisions, the final scope was adopted. The project was completed within the limits of that scope.

Public participation was one of the major components of this project. Throughout the study planning process eight SAT meetings were held at various locations in the study area. In addition, three public open houses were held on: November 1, 2005, November 8, 2005 (for the City of Hurstbourne), and on November 13, 2006 to present the milestones in the planning process: project scope, existing condition inventory and analysis (traffic and land uses), the vision statement, and the study recommendations. Public input was critical for shaping the project and provided feedback and knowledge of the area to the staff and consultants throughout the planning process.

This project has been developed as a transportation study and small area plan combined and in accordance with Planning and Design Services' neighborhood planning model. The Study contains a Land Use/Community Form component and a Mobility/Transportation component. In addition, the Study is focused on the neighborhood identity and community character with additional attention paid to quality of life and traffic issues in the City of Hurstbourne. These items are incorporated throughout the Land Use/Community Form and Mobility component sections of the plan.

The study boundaries encompass a very large area (over 5 square miles) and include several jurisdictions and neighborhoods, including the City of Hurstbourne, U of L Shelby Campus, and future Oxmoor Farm development. The area is one of the most intense commercial areas in the region, and it is surrounded by residential neighborhoods that should maintain and enhance the quality of life of their residents today and in the future. The Study recognizes the complexity of the existing and future traffic and land use conditions and offers a variety of potential improvements and alternatives for study implementation with incremental approach in short, mid and long term time frame based on funding availability.

The City of Hurstbourne submitted to Staff the City of Hurstbourne Municipal Order 07-19 relating to the City Commission's review and analysis of the proposed Hurstbourne Transportation Study and Small Area Plan. With this Municipal Order, the City Commission makes recommendation to revise the Study and the Oxmoor Farm Plan "to eliminate or otherwise prevent the negative impacts associated with future development adjacent to and within the City of Hurstbourne". The City Commission has expressed its disapproval of the proposed Study and the approved Oxmoor Farm Development (approved by the Planning Commission in 2002). The City Commission does not make any specific recommendations related to the study revision. The Municipal Order will be part of the Hurstbourne City Commission's presentation at the Public Hearing.

Staff comments: the City of Hurstbourne was represented on the Study Advisory Team by two City Commissioners and residents who provided valuable input and help

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throughout the study planning process. The Study encompasses a fairly large area but also focuses on the City of Hurstbourne concerns including traffic and quality of life. Within the limited scope and budget, a significant section of the Study is devoted to the City of Hurstbourne area only with detailed analysis of the traffic calming measures. The Study offers a wide variety of options for traffic calming implementation. All potential solutions need additional City of Hurstbourne consideration and approval. Staff received comments from Commissioner Dahlem, an SAT member, after the Study was presented to the Planning Committee in May 07. Mr. Dahlem's comments and staff's response are attached to the staff report.

Study Recommendations

Recommendations from the Hurstbourne Transportation Study and Small Area Plan can be grouped into three major categories:

- Land Use Recommendations (LU)
- Community Character Recommendations (CC)
- Mobility Recommendations (M)

Land Use Recommendations (LU) are related to Cornerstone 2020 and the Land Development Code (LDC) only. Community Character (CC) and Mobility Recommendations (M) include Cornerstone 2020/LDC, Policy-Programmatic and Infrastructure recommendations. Only the recommendations related to Cornerstone 2020 and the Land Development Code are ultimately intended for adoption as an amendment to Cornerstone 2020.

Cornerstone 2020/LDC Recommendations

The following Land Use Recommendations from the Hurstbourne Transportation Study and Small Area Plan are related specifically to Cornerstone 2020:

Land Use Recommendations:

LU-1, LU-2, LU-3, LU-4, LU-5, LU-6, LU-7, LU-8 and LU-9.

Staff Comments/Recommendations

The above listed recommendations are recommended for approval by staff.

LU-1 states: *"Revise Town Center Form District to include the multi-family to the south and northwest. Further expansion to include the remaining quadrants of the intersection should also be evaluated. (see Form Districts Changes Maps LU 1, 3, & 4, Option A and B)."*

LU-2 states: *"Designate north side of Shelbyville Road, from I-264 to St. Margret Mary as Suburban Marketplace Corridor Form District (SMCFD) (see Form Districts Changes map LU-2)."*

LU-3 states: *"Designate existing SMCFD (north of Shelbyville Road/west of Hurstbourne) as Campus Form District."*

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LU-4 states: *“Designate existing SMCFD along Shelbyville road from Tamarisk Parkway east as Neighborhood Form District*

LU-5 states: *“Designate SMCFD adjacent to Bunsen Parkway as Campus, Suburban Workplace, and Neighborhood Form Districts (see map).*

LU-6 states: *“Encourage new development at Shelby Campus to include a mix of uses to promote more internal trip capture and balance peak hour trips.”*

LU-7 states: *“As Oxmoor Farm develops, use single-family detached homes (parcel 9A) followed by a single row of attached homes (townhouses, condominiums or patio homes) facing and closest to Linn Station Road with higher density residential further west on parcels 7C and 9B, as a transition from the City of Hurstbourne to the higher density multi-family, retail, and office uses proposed.”*

LU-8 states: *“Continue the Planning Commission policy recommendation drafted in 1986 establishing Whipps Mill Road as the eastern edge for linear retail development along Shelbyville Road; recognizing the triangular land area formed by Whipps Mill, Shelbyville Road and Lyndon Lane as appropriate for transitional land uses while maintaining residential character.”*

LU -9 states: *“Require new or significantly expanded institutional uses to match residential forms (height, setbacks, and spacing) in any Neighborhood Form District.”*

Staff emphasizes the importance of these recommendations as they relate to form district issues and strongly support Cornerstone 2020.

Community Character Recommendations:

The following Community Character Recommendations from the Hurstbourne Transportation Study and Small Area Plan are related specifically to Cornerstone 2020:

CC-1, CC-2, CC-3, and CC-4.

Staff Comments/Recommendations:

Staff recommends approval of the above listed recommendations.

CC-1 states: *“Develop streetscape schematic plan and construction plans detailing landscaping, buffering, setbacks, signage, and street furniture based on corridor specific recommendations for Hurstbourne Parkway and Shelbyville Road that strengthens the residential or mixed use character of each roadway segment.”*

CC-2 states: *“Apply the Oxmoor Farm Pattern Book requirements that address streetscape design for Bunsen Parkway to include the entire Bunsen Parkway corridor.”*

CC-3 states: *“Develop a gateway and landscape master plan as part of the planned Shelby Campus improvements to help create a unique identity for the project while ensuring compatibility with its surroundings.”*

CC-4 states: *“Develop a Greenway Master Plan to link the planned Oxmoor Farm and Shelby Campus planned open space networks with A.B. Sawyer Park, Forest Green greenway, and MSD’s Whipps Mill basin (see Map CC-4).”*

Mobility Recommendations

The following recommendations from the Hurstbourne Transportation Study and Small Area Plan are related specifically to Cornerstone 2020:

M-1, and M-2.

Staff Comments/Recommendations:

Staff recommends approval of the above listed recommendations.

M-1 states: *“Plan and design new roadways or roadway improvements as “Complete Streets” which include bicycle, pedestrian, and transit facilities to increase modal choice and reduce vehicular trips.”*

M-2 states: *“Develop or improve additional North-South (i.e., Moser Road, Christian Way) and East-West (i.e., Westport Road, Bunsen Parkway) routes to reduce volumes on Hurstbourne Parkway and Shelbyville Road (see M-22, M-23, M-28.) (see Map M-2).*

M-3

Staff recommends: M-3 to be categorized as Policy-Programmatic recommendation.

M-3 states: *“Investigate Bus Rapid Transit for both the Shelbyville and Hurstbourne corridors, considering opportunities to phase BRT programs in over time to implement pilot projects quickly using existing road infrastructure.”*

M-4 and M-5

Staff recommends: M-4 and M-5 to be categorized as Infrastructure recommendations.

M-4 states: *“Create a network of bicycle and pedestrian facilities throughout study area along priority corridors (see Map m-4).”*

M-5 states: *“Improve TARC facilities along all routes throughout study area.”*

Policy-Programmatic and Infrastructure recommendations:

The Study recommends numerous general and detailed options for improvements and outlines implementation responsibility/agency involvement and time frame for implementation. (Please see the attached Executive Summary for the full text of these

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recommendations.) Most of the listed recommendations require additional traffic and design analysis, strong community support and various agencies involvement. All recommendations involving state roads will require State Highway Department review and approval.

Staff Comments/Recommendations:

Staff generally recommends approval of the Policy-Programmatic and Infrastructure Recommendations with the exception of the following:

M-11 states: *“Begin a feasibility study for a Continuous Flow Intersection (CFI) at Shelbyville Road and Hurstbourne Parkway including a cost/benefit analysis. (see Map M-11).*

Staff findings: Continuous flow intersection (CFI) at Shelbyville Rd and Hurstbourne Pkwy is only one of possible solutions for improvements. The CFI would have significant impact on the surrounding businesses and it would not be compatible with the character of the area. The intent of the study is to keep the area connected and pedestrian friendly. The CFI could create barriers and further disconnect the area. It would be contradictory to the recommendation LU-1 to revise the Town Center Form District and possibly designate all four corners of the intersection as a town center. The staff is not in support of the M-11 recommendation to initiate a CFI feasibility study. The staff supports finding alternate routes/more connectivity and traffic patterns that would divert traffic from this critical intersection. Staff recommends the CFI alternative to remain only as a possible solution in the Transportation Study but not as a recommendation for further analysis.

Summary of Staff’s Recommendations for Revisions:

M-3: to be categorized as Policy-Programmatic recommendation.

M-4 and M-5: to be categorized as Infrastructure recommendations.

M-11: to remain part of the transportation/traffic analysis but to be removed as recommendation for a feasibility study.

Cornerstone 2020 Staff Findings

The following Guidelines of Cornerstone 2020 Plan Elements support the listed recommendations contained in the Hurstbourne Transportation Study and Small Area Plan (See Study document for specific language of each recommendation.)

Guideline 1 Community Form/Land Use

LU-1, LU-2, LU-3, LU-4, LU-5, LU-8 and LU-9.

Guideline 2 Centers

LU-1

Guideline 3 Compatibility

LU-2, LU-3, LU-4, LU-5, LU-6, LU-7, LU-8, and LU-9.

Guideline 4 Open Space

CC-3 and CC-4.

Guideline 5 Natural Areas and Scenic and Historic Resources

CC-8

Guideline 6: Economic Growth and Sustainability

LU-2, LU-5, LU-6, M-5, M-6, M-9, M-28, and M-31.

Guideline 7: Circulation

M-1, M-2, M-3, M-6, M-7, M-8, M-12, M-13, M-14, M-15, M-16, M-17, M-18, M-19, M-20, M-21, M-22, M-24, M-25, M-26, M-27, M-28, M-29, and M-30.

Guideline 8: Transportation Facility Design

CC-1, CC-2, CC-3, CC-5, CC-6, CC-7, cc_9, CC-10, CC-11, and M-1.

Guideline 9: Bicycle, Pedestrian and Transit

M-1, M3, M-4, M-5, M-9, M-10, M-31 and M-32.

Guideline 12: Air Quality

M-1, M-2, M-4, M-8, M-9, and M-31.

Attached Documents / Information

Attached are:

- The Executive Summary of the Hurstbourne Transportation Study and Small Area plan. (Complete Study Draft and the Executive Summary are posted on the Planning and Design Services website.)
- The Comprehensive Plan Guidelines discussed within the staff findings.
- Mr. Dahlem's comments.

Notification

This request was noticed in accordance with KRS 100 requirements. Staff directly notified the Study Advisory Team members as well as registered neighborhood groups within the Council District 18.